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Financing of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Financing arrangements for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2017 to 30 June 2018

Note by the Secretary-General

1. By its resolution 71/301 of 30 June 2017 on the financing of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), the General Assembly appropriated and assessed on Member States the amount of $1,141,848,100 gross for the maintenance of the Mission for the period from 1 July 2017 to 30 June 2018.

2. Since the budget for MONUSCO for the period from 1 July 2017 to 30 June 2018 (A/71/832) was issued on 8 March 2017 and the General Assembly adopted its resolution 71/301, substantial changes in the cost parameters and assumptions used in the budget have had a significant impact on the capacity of the Mission to implement its mandate, resulting in the need for additional resource requirements.

3. In its resolution 2277 (2016) of 30 March 2016, the Security Council requested MONUSCO to provide technical assistance and logistical support for the revision of the electoral register. As mandated, the Mission provided technical advice to the Independent National Electoral Commission and logistical support in the deployment of voter registry materials throughout the country. The process began on 31 July 2016 and was nearing completion by the end of June 2017, although registration had yet to begin in Kasai and Kasai Central Provinces owing to deteriorating security conditions. The registration process in the Kasai region ended on 31 January 2018. According to the Commission, 46.1 million eligible voters were registered throughout the country as at 13 February 2018. During the 2017/18 period, MONUSCO continued to provide ad hoc logistical and operational support to the Commission in the finalization of the voter registry update.

4. In its resolution 2348 (2017) of 31 March 2017, the Security Council requested MONUSCO to provide technical assistance and logistical support for the electoral process, as appropriate and in coordination with Congolese authorities, the United Nations country team and regional and international actors, in order to facilitate the

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electoral cycle, in particular by engaging in a regular and substantial dialogue with the Independent National Electoral Commission. On 5 November 2017, the Commission published an electoral calendar that schedules the simultaneous holding of presidential and legislative (national and provincial) elections on 23 December 2018. The calendar includes a number of prerequisites linked to its implementation, including the adoption of key laws as well as financial and logistical requirements. On 30 November 2017, following the publication of the electoral calendar and an official request for assistance by the Commission, MONUSCO presented a logistics support plan, which built on an agreed division of labour, key assumptions and risks.

5. In recent months, there have been a number of threats against United Nations peacekeepers and to the protection of civilians. Following several serious attacks conducted by armed groups against United Nations installations, which led to the death and serious injury of peacekeepers, critical infrastructure in high-risk deployment locations needs to be renovated to improve the security perimeter of the installations. The attacks have also led to increased requirements for medical services, including medical evacuations. Furthermore, following a significant attack on the city of Uvira in South Kivu in September 2017, the Mission had to remobilize two Mi-24 helicopters to support its efforts to hold the city against incursion by armed groups. Those helicopters remain essential for the Mission's mandate of protection of civilians and for the protection of United Nations peacekeepers and installations. Finally, to respond to the increased threat, enhance the effectiveness of force engagement, provide the Force with early warning of attacks and reduce the risk of loss of life, it is proposed that a geolocation threat analysis unit be deployed in April 2018. This information-gathering unit will have the capability to identify, locate and provide information on the targeted armed groups and will provide the MONUSCO force with actionable intelligence, which will enable the Force to focus its military operations against armed groups throughout the eastern part of the Democratic Republic of the Congo.

6. A claim was brought against the United Nations by a vendor in relation to a contract dated 31 July 2015 for the provision of fuel supplies and services in support of MONUSCO. As a result of extensive negotiations with the vendor, representatives from United Nations Headquarters and MONUSCO have achieved an agreed resolution of the vendor's claims on the basis that it is in the best interests of the Organization.

7. At the beginning of the 2017/18 period, the Mission took action to identify resources that were of lesser strategic importance to the Mission's realigned priorities, taking into account the priority tasks mandated by the Security Council in its resolution 2348 (2017) and the strategic review of MONUSCO and its key priorities conducted in 2017. In particular, the Mission undertook a comparative analysis of its aviation fleet requirements and decided to repatriate three attack helicopters on 20 May 2018 in view of the helicopters' limitations during task execution.

8. The approved budget for the 2017/18 period did not take into account the aforementioned developments. On the basis of its operational requirements and its projected expenditures, MONUSCO cannot accommodate the additional costs within its existing resources, and seeks additional resources for the 2017/18 period amounting to $47,922,700 to support the voter registry update and the electoral process; to cover requirements in support of the protection of civilians and peacekeepers; to settle a claim brought against the United Nations by a vendor; and to repatriate three attack helicopters. The analysis of the additional resource requirements is set out below.

Additional resource requirements for the period from 1 July 2017 to 30 June 2018

(Thousands of United States dollars)

Category	*Apportionment* (1)	*Additional requirements* (2)	*Total requirements* (3)=(1)+(2)
Military and police personnel			
Military observers	26 964.5	–	26 964.5
Military contingents	482 541.2	3 077.8	485 619.0
United Nations police	19 974.7	–	19 974.7
Formed police units	31 537.2	–	31 537.2
Subtotal	**561 017.6**	**3 077.8**	**564 095.4**
Civilian personnel			
International staff	148 537.7	–	148 537.7
National staff	98 039.0	–	98 039.0
United Nations Volunteers	20 005.6	548.1	20 553.7
General temporary assistance	728.2	2 430.7	3 158.9
Government-provided personnel	2 863.1	–	2 863.1
Subtotal	**270 173.6**	**2 978.8**	**273 152.4**
Operational costs			
Civilian electoral observers	–	–	–
Consultants	637.0	–	637.0
Official travel	4 736.1	–	4 736.1
Facilities and infrastructure	52 495.6	3 000.0	55 495.6
Ground transportation	16 812.2	4 120.7	20 932.9
Air transportation	143 246.8	32 614.0	175 860.8
Naval transportation	28.8	–	28.8
Communications	20 711.3	–	20 711.3
Information technology	15 270.3	–	15 270.3
Medical	2 266.4	1 200.0	3 466.4
Special equipment	–	–	–
Other supplies, services and equipment	52 452.4	931.4	53 383.8
Quick-impact projects	2 000.0	–	2 000.0
Subtotal	**310 656.9**	**41 866.1**	**352 523.0**
Gross requirements	**1 141 848.1**	**47 922.7**	**1 189 770.8**
Staff assessment income	28 850.5	200.2	29 050.7
Net requirements	**1 112 997.6**	**47 722.5**	**1 160 720.1**
Voluntary contributions in kind (budgeted)	–	–	–
Total requirements	**1 141 848.1**	**47 922.7**	**1 189 770.8**

9. The additional requirements in the amount of $3,077,800 under military contingents are attributable to the cost of deployment in April 2018 of a geolocation

threat analysis unit of 90 persons and to the cost of repatriation of the three attack helicopters.

10. The additional requirements in the amount of $548,100 under United Nations Volunteers are attributable to the deployment of 38 international United Nations Volunteers for 4.5 months with an applied vacancy rate of 50 per cent. The staffing includes 31 Electoral Officers, 3 Logistics Officers, 3 Movement Control Assistants and 1 Geospatial Information Officer.

11. The additional requirements in the amount of $2,430,700 under the general temporary assistance category are attributable to the deployment of 62 international staff (1 D-1, 4 P-5, 3 P-4, 26 P-3 and 28 Field Service) and 2 national General Service staff for 4.5 months with an applied vacancy rate of 50 per cent. The staffing includes 1 Deputy Director, Political Affairs Division (D-1), 1 Senior Electoral Officer (P-5), 2 Senior Political Affairs Officers (P-5), 1 Senior Logistics Officer (P-5), 1 Administrative Officer (P-4), 1 Logistics Officer (P-4), 1 Desk Officer (P-4), 18 Electoral Officers (P-3), 11 Logistics Officers (5 P-3 and 6 Field Service), 3 Human Resources Officers (1 P-3 and 2 Field Service), 1 Air Operations Officer (P-3), 1 Aviation Safety Officer (P-3), 3 Administrative Assistants (Field Service), 5 Aviation Assistants (Field Service), 5 Movement Control Officers (Field Service), 2 Movement Control Assistants (Field Service), 1 Information Technology Assistant (Field Service), 1 Fuel Assistant (Field Service) and 3 Transport Assistants (Field Service).

12. The 58 substantive staff will work closely with and support Independent National Electoral Commission personnel through capacity-building, coaching and mentoring to ensure the successful holding of free, fair and transparent elections, and the 44 support staff will plan and coordinate uninterrupted, cost-effective and efficient logistical support for the electoral process.

13. The additional requirements in the amount of $3,000,000 under facilities and infrastructure are attributable to the cost of security improvements to company operating bases in Semuliki, Butembo, Lubero, Kamango, Kananga Airport and Tshikapa, including the renovation of perimeter walls, watchtowers and gates, and the rehabilitation of roads to improve access for supplies and medical support in the light of the attacks conducted by armed groups against peacekeepers and United Nations installations.

14. The additional requirements in the amount of $4,120,700 under ground transportation are attributable to the provision of fuel to the Independent National Electoral Commission in support of voter registration in the Kasai region and to the settlement of the claim brought against the United Nations by a vendor of fuel supplies and services.

15. The additional requirements in the amount of $32,614,000 under air operations are attributable to the settlement of claims for 14 rotary-wing aircraft under letters of assist. In support of the update of the voter registry, the Mission acquired unbudgeted air transportation services for an amount of $23.2 million in the 2016/17 period and the related expenditures were incurred during the 2016/17 period. The appropriation for 2016/17 included provisions for the payment of air transportation services contracted under letters of assist. At the time of the closing of the accounts, while services had been rendered, the letters of assist had not been signed. Accordingly, invoices from the commercial vendors that provided air transportation assets for the update of the voter registry were settled using the approved resources originally earmarked for the letters of assist. As a result, the claims under the letters of assist still remain to be settled and there is no provision in the budget for the 2017/18 period to cover those disbursements. The additional requirements are also attributable to the cost of the deployment and operation of two C-130 aircraft, which will start deploying

vehicles, material-handling equipment and other equipment required for the electoral process, and the deployment of three fuelling points in Kindu, Kamina and Gemena in support of the aircraft; and to the cost of the rental and operation of two Mi-24 helicopters.

16. The additional requirements under medical are attributable to additional medical costs and medical evacuations related to attacks on peacekeepers.

17. The additional requirements under other supplies, services and equipment are attributable to the move from Goma to Kinshasa of contingent-owned equipment in support of a formed police unit and to the deployment of 122 individual contractors for four months to provide support services for the election process.

18. The Mission made significant efforts to reprioritize its requirements in the 2016/17 period in order to meet the unbudgeted operational requirements related to the technical assistance and logistical support provided to the Government of the Democratic Republic of the Congo for the revision of the electoral register. A total of $37.3 million was spent in support of the voter registration process. The Mission fully absorbed the cost of additional civilian personnel, amounting to $2.5 million, for the deployment of an average of 18 international staff and 58 United Nations Volunteers for four months. Procurement activities for prefabricated facilities, water purification plants, light passenger vehicles and information technology equipment were postponed. Approximately 59 per cent of the acquisition budget under prefabricated facilities, 54 per cent of the acquisition budget under water treatment equipment, 90 per cent of the budget for acquisition of vehicles and 62 per cent of the budget for acquisition of information technology equipment was not used in order to cover the requirements for voter registration. The Mission also absorbed the additional requirements for fuel. Approximately 6.9 million litres of fuel, costing $5.5 million, were used in support of the update of the voter registry. This support provided for voter registration was undertaken using the Mission's existing assets.

19. For the 2017/18 period, the General Assembly approved an appropriation for the maintenance of MONUSCO of $1,141.8 million. In order to accommodate the approved budget, the Mission put in place measures to reduce and contain costs, including the freezing of 171 posts. However, cost control measures have been hindered by the actual vacancy rate for general temporary assistance positions being lower than budgeted (an actual rate of 12.5 per cent on average from July 2017 to January 2018, compared with a budgeted rate of 50 per cent) and by higher common staff costs for international and national staff than budgeted.

20. In the 2017/18 period, the Mission will need to address heightened risks of human rights violations, protection of civilians concerns and preparations to ensure the safety of United Nations personnel and assets in the context of elections. The Mission is making every effort to address those concerns and the additional mandated tasks set out in Security Council resolution 2348 (2017), most notably the tasks related to the protection of civilians in the context of elections and the increased monitoring and reporting on human rights violations, restrictions of political space and violence in the context of elections.

21. Having taken into consideration efforts made by MONUSCO to reprioritize activities and meet requirements through existing financial resources, it should be noted that the impact of the additional requirements for the Mission's support for the update of the voter registry and the electoral process; in support of the protection of civilians and peacekeepers; to settle a claim brought against the United Nations by a vendor; and to repatriate three attack helicopters in the total amount of $47.9 million cannot be fully absorbed within the resources approved for the Mission for the 2017/18 period.

22. Under the circumstances set out in the present note, the requested additional appropriation for MONUSCO, with assessment, for the 2017/18 financial period is critical in ensuring the continued operation of the Mission in support of its mandate.

23. **The actions to be taken by the General Assembly in connection with the financing of the Mission are:**

(a) **To appropriate the amount of $47,922,700 for the maintenance of the Mission for the 12-month period from 1 July 2017 to 30 June 2018, in addition to the amount of $1,141,848,100 already appropriated for the same period for the maintenance of the Mission under the terms of General Assembly resolution 71/301;**

(b) **To assess the amount of $35,942,025 for the period from 1 July 2017 to 31 March 2018, in addition to the amount of $856,386,075 already assessed for the Mission for the same period under the terms of General Assembly resolution 71/301;**

(c) **To assess the amount of $11,980,675 at a monthly rate of $3,993,558, in addition to the amount of $856,386,075 to be assessed under the terms of General Assembly resolution 71/301, should the Security Council decide to continue the mandate of the Mission beyond 31 March 2018.**